

Appendix 9B

Brainard Lake Recreation Area Annual Operating Plan Outline and Sample Annual Operating Plan

12/02/10

This appendix describes the minimum requirements of the holder's Annual Operating Plan and application regarding the operating season, staffing, operations and maintenance services provided, and minimum standards to be met specifically for the Brainard Lake Recreation Area (BLRA). The Forest Service will use the information that the applicant provides to rate the applicant against the "Proposed Operating Plan" evaluation criteria. The successful applicant's proposal will become a part of their Annual Operating Plan. If you have any questions, please contact:

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The holder must also meet the basic standards and requirements specified in Appendix 9A, in addition to the standards and requirements for BLRA recreation sites listed in this operating plan. Applicants are required to propose how they will meet or exceed the minimum standards described in this appendix.

The Annual Operating Plan Outline is the Table of Contents as shown in this appendix, pg. 9B-3.

Sample Cover Page

2012 Operating Plan

For

**Brainard Lake Recreation Area
Arapaho and Roosevelt National Forests and
Pawnee National Grassland
Under Recreation Special Use Permit
xxxxxx**

Recommended and Submitted by:

Xxx Company (Name & Title)
Holder

Date: _____

This operating plan is accepted for calendar year 2012 operations, but remains in effect until replaced by an amendment or subsequent operating plan.

Approved By:
U.S. Forest Service

Glenn P. Casamassa
Forest Supervisor, Arapaho and Roosevelt National Forests and Pawnee National Grassland

Date: _____

Annual Operating Plan

Table of Contents

1. AREA DESCRIPTION	5
1A. Boundaries for Management Area.....	6
2. CUSTOMER SERVICE AND STAFFING	7
2A. Professionalism and Customer Service	7
2B. Staffing Plan	7
2C. Personnel Housing	8
3. FEES AND FEE COLLECTION	9
3A. Fee Schedule.....	9
3A1. Commercial Vehicle Fee	10
3B. Passes	10
3B1. Local Passes	10
3B2. National Passes/Discounts	11
3B3. National Passes and Compliance	11
3C. Non-fee Paying Entities.....	11
3C1. Non-recreationists in official vehicles with ID on Duty	11
3C2. Volunteers and Partner Organization Access to BLRA	12
3D. Fee/Information Station Operation	12
3D1. Forms of Payment	12
3D2. Attended Service	13
3D3. Self-Service	13
3D4. Fee Compliance.....	13
3E. Accounting/Accountability.....	14
3F. Additional Revenue Producing Sales and Services.....	14
4. TOURISM/MARKETING	15
5. PARTNERSHIPS/COMMUNITY INVOLVEMENT	15
6. RULE INFORMING AND COMPLIANCE	16
7. LAW ENFORCEMENT RESPONSIBILITIES.....	17
8. INFORMATION SERVICES	17
9. INTERPRETIVE SERVICE	18
9A. Interpretive Themes	18
9B. Interpretive Services Plan.....	19
10. TRAFFIC AND PARKING MANAGEMENT	20
11. HOLDER COMMUNICATIONS	21
12. HEALTH AND SAFETY PROTOCOL	22
13. FACILITIES MANAGEMENT (OPERATIONS AND MAINTENANCE)	22
13A. Annual Maintenance.....	22
13B. All Facilities	22
13B1. Information Kiosks.....	23
13B2. Trailhead Information Booth	23
13B3. Fee Station.....	23
13B4. Garbage Service	23
13B5. Trails	24
13B6. Paths and Sidewalks	24
13C. Road and Parking Facility Maintenance.....	25
13C1. Traveled Way Maintained in Safe and Passable Condition	25
13C2. Barriers(Log, Rock and Other) and Gates	25
13D. Signage Maintenance	25
13D1. Entrance sign.....	26
13D2. Title VI compliance.....	26
13E. Water Distribution System.....	26
13F. Dispersed Recreation Areas	26
14. RESOURCE CONCERNS	27
14A. Wildlife Mitigation.....	27

14B. Archaeological Resources	27
15. HOLDER ACCOMPLISHMENT REPORTING	27
16. ATTACHMENTS AND SEPARATE DOCUMENTS	28
16A. Map Denoting Area	28
16B. BLRA Management Plan	28
16C. Forest Interpretive Plan	28
16D. BLRA Interpretive Plan.....	28
16E. Forest Service Strategy on Traffic and Parking Facility Management	28

1. Area Description

Located on the Front Range of Colorado on the Arapaho-Roosevelt National Forests and Pawnee National Grassland, the Brainard Lake Recreation Area (BLRA) is one of the premier areas of the forest. Its high visitation attests to its desirable characteristics sought by the public. The area is surrounded by high alpine peaks and has a lake nestled in a forested sub-alpine setting. These attractive characteristics make the BLRA one of the most popular areas on the forest. The Forest Service views this area as a front-range keystone area and has recently elevated the attention BLRA receives in internal processes for funding capital improvements. The Forest Service expects the permit holder to recognize the value of BLRA to the public and apply similar emphasis.

This operating plan is written in the context of the facilities that are expected to be available starting summer 2012, and any currently planned facilities and improvements after 2012. A complete list of facilities is located in the Prospectus and Appendices.

Operation and maintenance of the facilities includes cleaning, painting, minor repair, replacing posters or temporary signs, pumping toilets, removing trash, collecting fees, responding to visitor questions, testing water systems, accounting, preparing use reports, complying with civil and equal rights laws and policies, and protecting government property.

Additional duties include litter pick-up, managing visitor behavior, preventing damage to vegetation and property, hazard tree monitoring and/or removal, and managing human/wildlife interaction and/or conflicts. Furthermore, traffic and parking management, signage maintenance, site maintenance, and water distribution system maintenance are expected with the operation of the BLRA.

Other important duties include providing information services throughout the area and at the trailheads, as well as providing interpretation about the areas' natural features and history.

It is important to note that the parking and traffic management strategy will change in 2012 or 2013 (when the Day-Use Parking project is completed). This strategy will result in fewer vehicles being about to park at the trailheads and near the Lake at one time. This may reduce revenue from the historical use shown in the prospectus. The Forest Service is entering a process to determine how to better manage traffic (vehicular and pedestrian) to reduce conflicts over wait-times and to provide desired use levels in the area. The impact of technological changes on operations or on the demand for use of the area has not been estimated. The Forest Service will work with the holder to implement these changes.

When approved in the annual Fee Offset Agreement, work may also include non-routine maintenance and re-conditioning such as roofing, or other re-construction, water system repairs or other projects that require subcontracting of special skills.

1A. Boundaries for Management Area

The boundaries for BLRA concessionaire operation and maintenance are defined and mapped as shown in Section 16A and in Appendices 1-3. The areas of primary responsibility for holder operations are the developed recreation facilities, roads, and other specified areas (see attached map). Due to the complex nature of the BLRA, the following mapped boundaries are used to delineate the target areas and responsibilities:

- Exceptions: private in-holdings as well as research facilities (as identified on the map).
- Minimum features of concern (Primary areas)- the holder will have responsibility over the features as a minimum, with the opportunity to bid on optional items:
 - *Facilities.* All developed facilities within defined area up-to 200 ft. from the developed facility, excluding exceptions
 - *Roads.* All roads within defined area and identified on the map and 100 ft. from centerline.
 - *Trails.* All trails/portions of trails identified on the map
 - *Paths and Sidewalks.* All paths and sidewalks identified on the map
 - *Brainard Portal Area.* Includes fee station and traffic lanes
 - *Shoreline of Brainard Lake and Red Rock Lake.* Area between road and Brainard Lake and the area

2. Customer Service and Staffing

2A. Professionalism and Customer Service

The holder and its employees should ensure high quality customer service at BLRA. Forest Service expectations for customer service include:

- All employees at BLRA interact with customers in a professional and courteous manner.
- All employees at BLRA are knowledgeable about available recreation opportunities and natural resource conditions.
- Staffing is adequate to ensure coverage at peak times so that employees are able to respond to customers' needs.

The holder will possess shared values and messages of the Forest Service. From the customer's perspective, the holder is seen as a direct representative of the Forest Service. Employees should have the following characteristics:

- Knowledgeable about the area and resources
- Articulate
- Enthusiastic
- Friendly
- Diversified workforce

2B. Staffing Plan

The holder's proposal shall ensure adequate staffing to meet the requirements outlined in this sample operating plan. The holder will be responsible for furnishing all personnel and for adequately training and supervising their activities.

The staffing plan should include position descriptions and schedules to meet the standards outlined for the following functions:

1. Organizational management and supervision
2. Traffic and Parking management
3. Facility operations and maintenance
4. Fee collection
5. Interpretation/information services
6. Visitor management

Host staffing levels approved in the initial operating plan for this permit may be altered with approval of the Forest Service. The Forest Service reserves the right to approve or deny proposed changes. The holder will need to provide a rationale for the proposed change. The rationale should discuss impacts/benefits to the public and to the holder.

The holder must designate an individual to serve as the agent (BLRA manager) of the holder for purposes of administration of the BLRA by the Forest Service. The designated agent must respond to issues within 24 hours of discovery or notification.

Applicants should describe staff training for effective customer service, conflict resolution, area-specific emergency procedures, and dissemination of recreation and tourism information.

The holder is encouraged to use local businesses and available labor to fill staffing and support needs.

The holder also must describe policy for handling employees who engage in inappropriate conduct.

2C. Personnel Housing

The Forest Service will provide the following sites for hosts or site managers as shown below (Table I.). A history of operations experience indicates that having personnel stationed at these sites is very useful in providing the quality of services required to meet standards due to the complexity of operations which occurs at these sites.

The holder will only be permitted to use a specified number and location of host sites in BLRA. Host sites (H 1-4) are to be used primarily for campgrounds hosts and managers. Administrative sites (AS1-4) are to be used primarily for maintenance and support staff. Applicants with the majority of the personnel housing off-site will be given special consideration.

Table I. Designated Host/Administrative Sites.

Area	Host Site(s) #	Dev. Scale	Electricity	Phone line	Water Hookup	Sewer
Pawnee	H1	Moderate	N	N	Y	Y
	H2	Moderate	N	N	Y	Y
	H3	Moderate	N	N	Y	Y
	H4	Moderate	N	N	Y	Y
Administrative	AS1	Low-Mod	N	N	Y	Y
	AS2	Low-Mod	N	N	Y	Y
	AS3	Low-Mod	N	N	Y	Y
	AS4	Low-Mod	N	N	Y	Y

3. Fees and Fee Collection

Fees for use of BLRA are integral to providing the services desired at BLRA. Fees have been charged at BLRA since the mid-1990's. Fees are charged for recreational use of the area. This includes day-users and overnight users at campgrounds. Many local users visit the area multiple times during the season. For these users, a seasonal pass or one of the National Passes is important for their experience, in terms of what it costs them to use the area. BLRA has the "feel" of areas that typically accept National Passes, such as Rocky Mountain National Park and the Forest Service operated Mt. Evans or Arapaho National Recreation Area.

The only fees that may be charged to the public must be shown in the operating plan.

The Forest Service reserves the right to regulate the fees charged to the public.

The Forest Service will outline the required fee area for summer use in the BLRA by designating areas on the map. When visitors are within this area, they are required to pay a fee.

The 2010 and 2011 fee schedule is:

Local Passes

Day-use passes

- Passenger vehicles: \$9/vehicle (good for 5 days)
- Hikers/bikers/walkers: \$1/person (good for 5 days)
- Vans up to 16 passengers: \$9/vehicle + \$1/person over 6 (good for 1 day)

Annual/Seasonal pass:

Passenger vehicle, hikers, bikers, walkers: \$45

(Concessionaire pass is accepted at BLRA and elsewhere, for calendar year, valid only for individuals or non-commercial vehicles)

National Passes

National passes are currently accepted at BLRA in accordance with national terms and conditions.

3A. Fee Schedule

The applicant will propose an initial fee schedule. If this initial fee schedule is different from recommended fee schedule (below), the proposal shall discuss the rationale for Forest Service final approval.

The Forest Service recommended "Local Day-use Pass" fee schedule is:

- Hiker: free
- Bicyclist: free
- Passenger vehicle: \$10
- Motorcycle: half price of passenger vehicle fee
- 15+ passenger van: \$25/vehicle
- Bus: \$40/bus

The applicant must specify the duration that the day pass is valid (current day pass is valid for 5 consecutive days). The Forest Service recommends that the Day-use pass be valid for 3 consecutive days. Three days will cover most weekend users at the campground.

Some Pawnee campground users and Indian Peaks Wilderness overnight permittees (who park in BLRA) could need longer duration passes. The Forest Service recommends that these users acquire additional passes as needed to cover their length of stay. Some means of adjusting duration or start/end dates will be needed.

Other proposed fee schedules (user type, price and duration) will be considered by the Forest Service.

For any fee changes throughout the term of the permit, the holder must show adequate justification for fee change.

3A1. Commercial Vehicle Fee

Commercial vehicles are required to pay established fees. The Forest Service recommends the commercial vehicle fee schedule be the same as the recommended fee schedule with the exception that the duration of the Day-use pass should be one day.

3B. Passes

This section discusses the different types of passes that are offered at BLRA.

3B1. Local Passes

The holder will provide the Forest Service with details on any passes the holder would like to use in the BLRA (this section excludes Interagency Passes which are detailed in the next section).

The holder may provide a seasonal pass for those visitors who visit BLRA frequently. This is considered being responsive to user needs and desires, as a number of people don't want to buy a National Pass, but do want a pass that discounts multiple trips to the BLRA. The seasonal pass must expire at the end of the calendar year. If any midseason/reduced price passes will be offered, the holder must specify those terms in the operating plan. Additionally, the holder must specify who is eligible for the pass (i.e. eligible for passenger vehicles only).

The pass must be designed so that the expiration date and other compliance information is clearly visible. A visit pass must physically last at least 5 days (or 2 days longer than the term) and seasonal pass must last at least six months (exposure to UV rays at higher elevations can easily degrade inks/printed materials). The pass(es) will include important messages on the back of the receipt/pass such as Leave No Trace messaging, and may include an image or slogan to enhance the aesthetic quality of the product itself.

The holder should describe the passes to be offered at BLRA.

3B2. National Passes/Discounts

The Forest Service prefers that the holder accept all four of the Interagency Passes (Annual, Age, Access and Volunteer and the National Public Lands Day coupon, along with other complimentary days that the Secretary of Agriculture may establish) for complimentary use for day users of the area. The Forest Service will provide applicant with the number of vehicles that have historically used Interagency Passes at BLRA, so applicant can bid accordingly.

The Forest Service also prefers the holder to sell Interagency Annual Passes (excluding Interagency Senior, Access, and Volunteer) on-site at the official price. Upon acceptance of selling the Interagency Annual Pass, the holder will purchase passes at a 10% reduced rate and sell them for \$80 each. This revenue won't be figured in for permit fee purposes.

The holder should propose if and how National Passes and discounts will be handled at BLRA.

3B3. National Passes and Compliance

National passes, if accepted, will be displayed following national guidelines

- A hangtag is provided for the user to display the pass (the hangtag with signature(s) and expiration facing out.
- Passes can also be displayed on the dashboard with signature(s) and expiration date facing out.
- Interagency Decals for open-topped vehicles and motorcycle:
 - For automobiles, place Interagency Decals on the lower right hand side of the windshield
 - For motorcycles, place Interagency Decals on the front in a clearly visible place.

3C. Non-fee Paying Entities

All recreationists' vehicles will display a valid pass in accordance with the methods identified in previous sections. The following sections address situations in which a day-use fee is not required.

3C1. Non-recreationists in official vehicles with ID on Duty

For a variety of reasons, there will be a need to allow non-recreationists access to the BLRA to conduct official business. These non-recreationists will need to be in an official vehicle and provide an official form of identification. These include:

- Law Enforcement/Emergency Services
 - Exercises(practice missions) performed by these type of groups will be pre-arranged with the district, who will in turn pre-arrange with holder. These exercises will need to occur on a non-peak day. Official vehicles may include personal vehicles with appropriate license tags and identification.
 - Live missions performed by these entities may come up suddenly without warning. The holder will facilitate emergency traffic(lights and sirens) through the fee station.
- Forest Service employees
- Other Government Agencies

- Contractors who are performing work
 - Contractors will receive an administrative pass that is valid for the applicable time period. District will supply holder with a list of applicable contractors as needed.

3C2. Volunteers and Partner Organization Access to BLRA

The Forest works with a number of volunteers or other organizations to manage and improve trails, wilderness and other recreation opportunities in the Brainard Lake Area. In the past, t-shirts, uniforms or other means have been used to identify people who are participating in these projects, in order for them to gain access to the area.

The holder should propose a method of managing volunteer or partner organization access to BLRA that makes it easy for the fee attendants to determine if a volunteer or partner should be granted free access. This will require coordination with the local district office.

Describe how non-fee paying entities will be managed.

3D. Fee/Information Station Operation

The fee booth at the BLRA portal area serves three primary functions: 1) collect fees, 2) disseminate information, and 3) traffic management. The applicant should provide a plan for fee station operation to describe how they will effectively carry out this multi-faceted function.

It is very important that the fee station can process traffic in a very efficient manner. Peak hours are typically 8am to 3pm on weekdays and 7am to 4pm on weekends. Significant use does occur later on weekdays and weekends. It is important that adequate staff be present to keep traffic from backing up, unless the area has reached capacity. In other words, delays to traffic, when the area is not full, should be minimal.

The holder should have procedures in place for cash handling that minimizes the risk to employees. These risks include, but are not limited to: cash handling outside the fee station, cash handling within the fee station, collecting fees in active traffic lanes, etc.

Information dissemination is another critical piece for successful operations. Information content is described elsewhere in this document. During busy periods, when the area is below capacity, the holder should make provisions for moving visitor traffic out of the way, if complex questions are being asked. This could be having the traffic safely pull aside to respond to questions or to direct the traffic to an employee in a known location to respond to questions.

Traffic Management will be handled according to the Traffic and Parking Management requirements as shown in Section 16E.

Describe your fee booth operation procedures.

3D1. Forms of Payment

- The holder will be required to accept the following forms of payment by the public:
 - Cash

- Credit/Debit cards (holder will need to provide their own communications for real-time authorizations).
- Other forms of payment are at the holders' option:
 - Travelers checks and personal checks
 - Other forms of payment the holder will accept can be negotiated with the Forest Service

Holder will use an approved device to be able to reconcile number of passes sold with the revenue earned. This will include a date and time stamp.

3D2. Attended Service

When the fee station is staffed, fee collection may occur from within the fee station or outside the fee station in the overflow lane. The holder must provide for fee collector safety, including traffic control devices, personal protective clothing (safety vests, etc.) The holder is responsible for providing directional signage to manage the fee collection process.

The fee station will provide limited solar power for lighting and operation of devices. Heating capability is provided. The holder is responsible for any furnishings, equipment or supplies needed to collect fees.

Money handling techniques by staff will be professional and will include the use of cash boxes and cash registers (no money aprons) and deposited into a safe(holder provided).

Describe how and when you will provide attended service.

3D3. Self-Service

When the fee booth is not staffed, the holder must be able to collect fees using self service options. The Forest Service recommends an electronic pass vending machine (allows for plastic card transactions) Traditional fee tubes are available as well. Fees from machines should be collected and accounted for on a daily basis.

Describe your self-service plans.

3D4. Fee Compliance

Holder will detail appropriate fee compliance methods to include:

- Hours for patrolling and methods and protocols for contacting people who appear to have not paid.
- Compliance methods that may be employed, such as pay later cards, etc.

Describe your fee compliance program.

3E. Accounting/Accountability

Accounting of fees collected and passes sold is a critical issue for success. Holder will be able to reconcile number of passes sold with revenues. This includes the requirement to use cash registers, point of sale devices or other devices that provide accountability for sales and revenue.

Holder will provide a third party certified CPA to conduct periodic audits.

Monthly reports will be turned in as necessary.

Year-end reports will be turned in within one month of the end of the operating year. The Forest prefers a January 1 to December 31 operating year.

These reports will include:

- Revenue and use reports, as required
- Customer feedback forms
- Holder Maintenance and Reconditioning Completion reports
- Granger-Thye Project Summary Report for the operating year.
- Pass use and visitation numbers- the Forest Service wants to account for total visitation; therefore, the holder must be able to account for the number of vehicles using a pass, even though they are not required to pay a fee. The holder will be required to log the following vehicles for each of the following categories:
 - Interagency passes
 - BLRA passes
 - Number of free vehicles
 - Daily Visitation log
 - Number of vehicles
 - Repeat day use
 - # of people (per vehicle, bikes, hikers, etc)
 - Official capacity vehicles (includes names/IDs checked, license plate number)
 - Special Use Permit holders

Describe your accounting process and the reports you will provide.

3F. Additional Revenue Producing Sales and Services

Sundries – Propose items and fees for things such as sun-screen, etc.

Other items may be proposed. Items which compete unfairly with other local businesses may be denied. Items inappropriate to the National Forest will be denied. Outside vendors will not be approved through this permit. The manner of distribution of items may be regulated.

Propose other revenue producing sales and services.

4. Tourism/Marketing

The holder will use this section to display efforts for tourism/marketing efforts such as:

- Differential fees to re-distribute weekend/peak season use to midweek/shoulder season usage.
- Working with the community to enhance tourism and economic development from users of BLRA. These efforts may work to reduce the impact of vehicular traffic at BLRA.
- This would most likely be specialized marketing to enhance visitor experiences while reducing the impacts of the use on the area.

A strong willingness to work with local and regional comprehensive plan goals including BLRA goals and objectives (Section 16B) will receive special consideration by the Forest Service.

The Forest Service must approve marketing efforts by the holder.

Marketing of a holders' owned sites/member network will need to be addressed in the holder's operating plan.

Describe your tourism and marketing plans.

5. Partnerships/Community Involvement

Partnerships with local governmental entities and with the community are critical for successful operations and should be fostered by the holder. Below are several entities that are deemed a priority at BLRA.

- Local EMS is impacted by BLRA, and efforts to enhance communication and establish good working relationships with EMS should be described in the operating plan.
- Enhanced relationships with local communities are also viewed favorably by the Forest Service. The holder should consider and describe how would acquire local for supplies, labor, etc.
- Developing future conservation professionals is important to the Forest Service; therefore, the holder should work with educational institutions that have programs in natural resources to find labor for more specialized parts of the program offered at BLRA.

Describe how you will work with the community.

6. Rule Informing and Compliance

See the sections of Appendix 9A that discuss this topic and should be incorporated into the holders' operating plan.

At BLRA, it is important to inform visitors about rules in the Wilderness area, as visitors move from BLRA to the Wilderness (which is outside the permit area). This is for safety and to protect the resource and the setting.

Safety and security is especially important in this area, where many people come together. Having adequate presence and communications is important to be able to observe people and their activities and to protect people and property from the actions of others or their own actions.

Holder management may ask visitors to leave the site due to inappropriate behavior. This should occur only after attempts to gain compliance with rules have been made. No command to leave may be made. Law Enforcement personnel must be contacted to assess the situation. Only Law Enforcement personnel will have the authority to direct that people leave the site. This action must be a last resort.

The following rules are especially important at BLRA and the Forest Service expects that holders will inform visitors of the following rules and that attempts to gain compliance will be made:

- Pets must be on a leash
- Motor vehicle violations
 - Reckless driving or excessive speeds – asking visitors to slow down is acceptable, speeding cannot be asserted without FS or local law enforcement.
 - Improper use of vehicles, including automobiles, motorcycles, and all-terrain vehicles
 - Parking in areas not designated for parking.
- Overnight use at the Trailheads
- Non payment of fees (Forest Service does not enforce this)
- Harassing Wildlife
- Outfitter/Guide illegal use and enforcement
- Fishing illegally
- Illegal dispersed use(camping)

Holder will not direct or suggest that people camp at non-campgrounds or areas where camping is not allowed. The holder is expected to know rules about adjacent areas.

Describe how you will inform visitors of rules and how you work to obtain compliance with rules.

7. Law Enforcement Responsibilities

Forest Service, state, and local law enforcement and the holder each have roles in the law enforcement process at concession recreation sites. The holder will be responsible for obtaining law enforcement when needed in the permit area. This is also described in Appendix 9A. Holder will work with local law enforcement agencies to secure law enforcement activities and patrols in the BLRA. This includes a Memorandum of Understanding (MOU) between Boulder County and the Forest Service, and the holder regarding roles and responsibilities.

Describe your protocol calling in law enforcement support for compliance with Forest Service regulations and with civil laws.

8. Information Services

The holder is responsible for providing quality information services throughout the permitted area. This visitor service is critical for a successful management of the area. The holder is allowed to reproduce government publications (at its own expense), and must gain authority for copyright permissions on private publications (i.e. National Geographic maps). The holder must have staff that is knowledgeable in the following emphasis areas:

- Basic knowledge of the Forest Service and its mission
- Safety(outdoor skills in general and situations specific to BLRA and the surrounding area)
- Wilderness information – especially rules, regulations and features in the wilderness
- Recreation activity information – for activities in BLRA and alternatives in surrounding areas
- Current conditions of facilities, roads, trails, closures, etc. for BLRA and the immediate area
- Fee information
 - Knowledgeable about other fee areas such as: Rocky Mountain National Park, Mt. Evans, Arapaho National Recreation Area, Indian Peaks Wilderness
 - What the fees are used for
- Directional Information (e.g. closest dump station, available services)
- Wildlife information (e.g., safety, minimizing impacts)
- Rules and regulations

A copy of “[Recreation Opportunity Guides](#),” will be initially supplied by the Forest Service.

Forest Service must approve all publications

Describe how you will disseminate information to BLRA visitors. This should include staffing, skill sets, training and types of information media. It is also important that posted information and staff provided information is kept current. This should be discussed in your information services section.

9. Interpretive Service

The holder is required to provide interpretive services in the BLRA. These services are complimentary to information services. Typically, they will provide a more in-depth or comprehensive discussion of information topics. This visitor service provides the visitor with the opportunity for an enhanced experience at BLRA.

Interpretive programs should enhance visitor experience, increase visitor understanding of their National Forests, aid in fire prevention, and deter damage to facilities and resources. Interpreters educate, entertain, exhibit, inform, and otherwise communicate important natural resource messages to visitors. Presentations may address natural and cultural resources, fisheries and wildlife, fire management, water resources, or other topics relative to the National Forest.

Interpretive services can be delivered by programs, guided walks, brochures, displays, children's activities or other similar means. Reliance on Forest Service personnel will not be deemed as meeting the obligation for providing the proposed programs, except for Smokey Bear and Forest Fire Awareness programs.

Interpretive programs shall meet participant accessibility requirements.

The holder may subcontract the provision of interpretive services with other organizations such as museums or historical association, etc. Subcontractors shall be approved by the Forest Service.

The Forest Service or Forest Service-arranged interpreter retains the right to present programs at BLRA, subject to coordination with the holder to avoid conflict with other scheduled activities.

The proposal should meet National Association for Interpretation (NAI) standards and achieve the goals and objectives of the BLRA Interpretive plan (Section 16D). The interpretive service must be in alignment with the Forest Interpretive Plan (Section 16C) as well as the BLRA interpretive plan.

9A. Interpretive Themes

The holder's interpretive plan should identify major themes that will be presented to BLRA users. Please describe the theme, how it is relevant to BLRA and the Forest, and an outline of the interpretive presentation. The following themes are described in detail in the BLRA Interpretive Plan:

- Recreation and Visitation (stewardship)
- Proximity to Wilderness
- Diverse Ecosystems
- Scenic Beauty and User Ethics
- Education and Safety
- Historic Values
- Water Quality

9B. Interpretive Services Plan

Applicants should submit an Interpretive Services Plan to describe any proposed services. In addition to the themes described above, the plan should specifically address:

- *Staffing, Staff Skills, Training and Certifications*
- *Program Activities, Scheduling (program times) and/or Frequencies.*
- *Marketing (on-site and off-site)*
- *Safety*
- *Accessibility*
- *Evaluations*

10. Traffic and Parking Management

Traffic and Parking Management are critical elements of operating BLRA. Several infrastructure projects are in progress or anticipated in the next several years.

The entry portal for BLRA is under construction currently and should be operational in 2011. Reconstruction of the adjacent Pawnee campground should be completed 2012 operations. Reconstruction and configuration of day-use parking at BLRA should be completed by summer 2013. Thus, the holder's traffic and parking management plan should address these planned changes, which are described in this sample operating plan. However, if these changes are not in place by 2013, the holder will need to work with the Forest service to develop interim traffic and parking management measures.

Managing vehicle and pedestrian access into and within the BLRA is an important part of improving visitor safety, protecting resources, and providing visitors high quality recreation opportunities in an environment where the sights and sounds of nature predominate. Currently the number of vehicles accessing popular trailheads and parking areas often exceeds parking capacity resulting in vehicle congestion, parking in undesignated areas, safety issues with pedestrians, delayed response time for emergency vehicles, and vehicles dominating the landscape detracting from the natural setting and the visitor's experience.

See Section 16E for the context of travel planning in BLRA and the strategy that is being implemented through construction projects and through management of the area which will occur under this permit.

Some highlights of the plan are:

Strategy:

- Vehicle access within the BLRA would be managed based on available designated parking spaces. When parking lots fill up, management actions would be taken to restrict and/or re-direct vehicles to alternative parking sites within the area or to the parking area east of the Entrance Station.
- Whenever possible, separate roads and trails would be provided for vehicles and pedestrians, respectively. Roads and trails would be safe, efficient, and to the minimum necessary to serve the needs of visitors and protect natural resource values.
- Reduce unnecessary traffic up to and throughout the BLRA whenever possible.
- Monitoring vehicle access into and within the BLRA is important to determine user access patterns and adaptive management actions would be taken when necessary to meet the desired conditions for the BLRA.

Due to the large number of vehicles seeking access to the area and the limited space at the BLRA, the holder will need to manage the number and flow of vehicles in the area. This will probably include restricting access during peak use times.

A specific capacity for motor vehicles is/will be established and the holder will not allow additional motor vehicles into the area until the appropriate number of motor vehicles leave. Pedestrians, bikers, etc. will still be allowed to access the area. The holder is expected to limit parking to designated locations (map will be provided by the Forest Service). The holder will follow the BLRA Parking Strategy from Section 16E, to develop the operating plan.

Parking and traffic management standards include:

- Ensure parking occurs in designated spaces only. During construction years, the number and location of designated spaces may change. The Forest Service will identify the designated spaces no later than May 15 annually.
- Minimize vehicle circulation through/between wilderness trailheads and other Brainard Lake facilities.
- Manage vehicle traffic and pedestrian use to minimize pedestrian-vehicle conflict.
- No more than 30 vehicles waiting to get in BLRA on the main road. Direct additional vehicles into the Portal Parking area.
- Avoid vehicle traffic on south-side lake road disturbing people recreating at lake.
- Minimize holder travel of regular vehicles and other vehicles from the admin. area to the day-use parking area, across the bridge/dam.

Describe how you will manage traffic and parking at BLRA. Specifically address:

- *Staffing and scheduling of control points*
- *Temporal and spatial compartments*
- *Managing vehicles when parking capacity is met*
- *Conditions for when additional vehicles are allowed in*
- *Campground visitors*

11. Holder Communications

As stated in Appendix 9A, the holder is required to provide a dependable means of communication (e.g., two-way radios, cellular phones, satellite phones, etc.) between all employees, the Forest Service and emergency response agencies from all sites at all times. At BLRA, due to the number of people, traffic and parking management requirements and for visitor safety, it is expected that communications will cover all operations areas and will be highly reliable. Currently, cell phone coverage is not reliable within the area, nor to locations outside the area. Due to the topography and vegetation of the area, simple line-of-sight or direct radio contact within the area is not reliable. No landlines exist to the area.

Solar power will be provided at the entry portal. The holder may utilize that power for a variety of applications. It is anticipated that a digital link is feasible from that location to the internet or to other communications providers.

Note: The use of radio frequencies and equipment owned by the Forest Service will not be authorized.

Describe your communications capabilities and protocols.

12. Health and Safety Protocol

The safety and health of all persons is of utmost importance. The holder is responsible for the overall health and safety issues of the permit area. The holder will follow laws, regulations and policies for work place safety. The holder is expected to provide a safe environment for workers and for the other users of the sites. This includes actively addressing facility safety and health threats as well as informing people about other hazards. It also includes providing first responder assistance and initiating the appropriate Emergency Management System (EMS).

Health and safety issues outside of the holder's direct operational areas must still be communicated to the appropriate authorities. Information about injuries or illness can come via word of mouth from the wilderness or other adjacent areas. Since BLRA is known as a staffed area that has communications capability, the holder is expected to provide communications services for emergencies that are brought to their attention.

Describe your health and safety inspections, training and protocols.

13. Facilities Management (Operations and Maintenance)

Facilities at BLRA are expected to be operated in accordance with requirements of the Standard Site Operating plan. Additional requirements are shown in this document.

A Facility Inventory and Condition Survey (Inspection) will be completed and submitted to the Forest Service by June 15 for BLRA, unless the site cannot be accessed by that time. The Facility Inventory and Condition Survey will be completed and submitted to the Forest Service prior to opening the site. The report will provide data on condition of such facilities as toilets, picnic tables, fire rings, barrier posts, etc. The inspection will be documented in a format approved by the USFS. An example is to be submitted with the proposal.

The holder will submit monthly reports to document routine condition inspections.

Holder will be responsible for replacement/repair of minor constructed features due to vandalism etc. Litter pick-up will occur around the lakes and along streams adjacent to the developed recreation sites under permit and along the shoreline of Brainard Lake.

The requirements here are typically additive to the requirements in Appendix 9A.

13A. Annual Maintenance

See Appendix 25 for a sample Holder MRR plan. This plan should be included in the proposal and will become part of the Annual Operating Plan.

13B. All Facilities

Operations

- Given the popularity of the BLRA, additional inspections and cleanings of facilities are expected. Toilets should be inspected hourly. Picnic facilities should be inspected every

2 hours or less. Other areas should be inspected twice a day. These facilities must be cleaned when they are found to be dirty or unsanitary.

13B1. Information Kiosks

Information kiosks located throughout the area will be repaired as needed which includes removal of graffiti. Information posted on the kiosks will be kept up to date.

13B2. Trailhead Information Booth

Operations

- When trailhead information booths are not being staffed, they must be locked down and information will be displayed on the exterior of the building.

Holder Maintenance

- Minor maintenance items such as missing signs, screens, or hardware problems will be corrected within one week of discovery.
- Windows and door jams will be maintained for weatherproofing.
- Solar Panels will be properly maintained for normal operations.

13B3. Fee Station

Operations

- The fee station and surrounding area will be operated in a safe and clean manner.
- Holder vehicles will be parked in designated spaces.
- Holder may place a porta-let in a location to be approved by the PA.
- The fee station will be operated by the holder, who is responsible for their own locks. The fee station will be made available for inspection at the request of the permit administrator.
- A safe may be installed, subject to approval by the PA.
- Solar batteries are an operational cost.

Holder Maintenance

- Minor maintenance items such as missing signs, screens, hardware problems will be corrected within one week of discovery, except door locking mechanism will be fixed immediately.
- Solar panels, batteries, inverters and other appurtenances will be properly maintained for normal operations as specified in the owners' manual.
- The direct-vent wall heater will be maintained as specified in the owners' manual.

13B4. Garbage Service

Operations

The holder will provide for garbage service at trailheads, picnic areas, at the day use parking area and in other areas that may be determined as the area is built out.

The type, size, number, and locations of garbage containers should be included in the proposal based on the description of the area presented in this document. Dumpsters or smaller trash cans may be used, but all containers must be bear resistant and may need to be attached to the ground.

Recycling of all materials is encouraged. A recycling program will help to meet Health and Cleanliness, Setting, and Responsiveness standards. Glass and plastic container recycling should be provided at BLRA.

The holder will cover all costs for any recycling programs. Holder-supplied recycling receptacles will be subject to approval by the Forest Service. The holder will be responsible for emptying recycled materials from the receptacles and removing to an appropriate recycling facility. Any proceeds from the sale of recycled materials may be retained by the holder. Conflicts between recycling and wildlife shall be considered when developing or managing a recycling program. The recycling program should mirror community efforts in the vicinity.

Garbage and recycling containers will be operated to properly employ the bear-resistant features.

Holder Maintenance

- Damage to garbage or recycling receptacles will be fixed within one week.

13B5. Trails

Operations

The holder is responsible for basic operations on trails as designated by the map.

- When needed, clear trails of debris, trash, obstruction and overhanging vegetation.
- Identify hazard trees and trail maintenance issues to the permit administrator(PA) These tasks will be performed by Forest Service as soon as practical). High hazards dictate that an area be closed until the hazard can be mitigated. Re-routing trails to avoid a hazard is not acceptable – closing the trail until the hazard can be abated will be required.

13B6. Paths and Sidewalks

Operations

The holder is responsible for maintaining all paths and sidewalks within the designated area.

These include:

- Paths: Include aggregate and native surfaces.
 - When needed, clear paths of debris, trash, obstruction and overhanging vegetation.
- Sidewalks: Include concrete/asphalt/paved surfaces.
 - When needed, clear sidewalks of debris (including snow and ice), trash, obstruction and overhanging vegetation.
 - Sand or other friction providing material is acceptable. Chemical snow-melters may not be used.

13C. Road and Parking Facility Maintenance

The holder is responsible for road and trail maintenance. The following is the responsibility that the Forest Service desires as holder responsibility.

13C1. Traveled Way Maintained in Safe and Passable Condition

At a minimum, the holder is responsible for maintaining vehicular and pedestrian access in a safe and passable condition. Access must also be maintained to Forest Service standards. This responsibility includes:

- Mowing, brushing, and clearing road shoulders and around parking barriers for visibility;
- Tree trimming along roadways both horizontal and vertical. Height and width specs.
- Removing hazard trees from the road right-of-way;
- Removing downed trees on the road surface or right-of-way;
- Cleaning culverts at the beginning of each season and following large storm events.
- Filling chuck holes with asphaltic materials on paved surfaces (includes parking spurs and walkways);
- Controlling dust on unpaved surfaces;
- Controlling erosion through grading, rolling grade dips, knicks, ditching; on gravel surfaces.
- Plowing snow and clearing debris in the road;(Snow-plowing not required to open site earlier in the season).
- Picking up trash in and along roads;
- Informing Forest Service of maintenance needs;
- Safety issues

Interior roads and spurs will be checked daily and unless the road or trail poses a safety hazard, the above repairs will be performed as needed.

13C2. Barriers(Log, Rock and Other) and Gates

Operations

- Gates will be secured and locked in an open position during the operating season, unless they are being used for traffic/parking management.
- Gate at BLRA portal – The main gate will be left open during the season of use, 24 hours per day. When the area is closed for the season, the holder will lock the gate.

13D. Signage Maintenance

All signs must be maintained in a good condition (neat, clean, not faded or torn). Initial inventory will be the responsibility of the Forest Service, but replacement of standard Forest Service signs is the responsibility of the holder. Homemade signs or posters are not permitted. Additional signs should be reviewed by the authorized officer as to location, design, size, color, and content. Commercial advertising is not allowed. The holder will follow the sign plan for the BLRA.

13D1. Entrance sign

A sign stating that the recreation area is being operated under permit from the U.S. Forest Service and including the name of the permit holder must be posted at locations to be determined following reconstruction of the facilities. The sign must include contact information for both the permit holder and Forest Service. The holder may use Forest Service *fee area* signs.

13D2. Title VI compliance

The holder is required to post and maintain the *And Justice for All* poster and "Welcome To Your National Forests..." poster (Unicor P23-43) as furnished by the Forest Service. Specific locations will be determined following reconstruction of facilities.

13E. Water Distribution System

BLRA has a pressurized and chlorinated potable water system and the holder is responsible for meeting all applicable health and safety standards and for having the faucets in the day-use area available for the public at the same time that water is available in the campground at a minimum.

13F. Dispersed Recreation Areas

The holder will also be responsible for managing the dispersed recreation areas of BLRA. The areas of concern are identified on the BLRA map. Although camping is not allowed outside of the developed sites, it does occasionally occur. The holder will need to address this illegal camping by informing visitors that camping is restricted to developed sites, appropriately deal with visitors who are illegally camping, and clean up trash, break down fire rings, etc when discovered.

14. Resource Concerns

14A. Wildlife Mitigation

The public will be informed of rules, regulations and safety practices that minimize wildlife and human interactions or conflicts.

14B. Archaeological Resources

The permit holder will have to notify Forest Service law enforcement personnel immediately of any unauthorized disturbance of a site (old furnace site/others).

15. Holder Accomplishment Reporting

The holder will report operation and maintenance accomplishments for permit administration and for use to describe benefits of BLRA management to the public. Examples are below:

- Pounds of trash collected(volume can be measured and weight calculated)
- Pounds of material recycled
- Number of visitors to area
- Toilets pumped
- Programs provided
- Visitors contacted
- Vehicles accessing the area
- Days the Day-use parking is open, Days that the trailheads are open.
- Emergency assists(calls to EMS, vehicle assists, first-aid provided)
- Illegal parking issues resolved

16. Attachments and Separate Documents

16A. Map Denoting Area

See Appendix 26, BLRA – BLRA Map

16B. BLRA Management Plan

See Appendix 27, BLRA – BLRA Management Plan

16C. Forest Interpretive Plan

See Appendix 28, BLRA – Forest Interpretive Plan

16D. BLRA Interpretive Plan

See Appendix 29, BLRA – BLRA Interpretive Plan

16E. Forest Service Strategy on Traffic and Parking Facility Management

See Appendix 30, BLRA – BLRA Traffic and Parking Management